PROCESS
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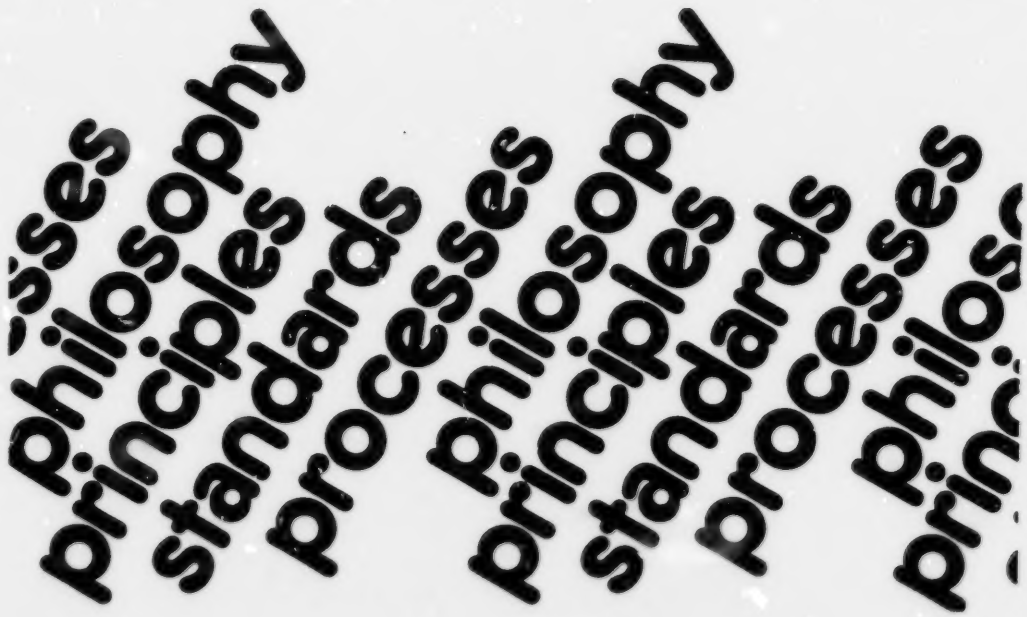
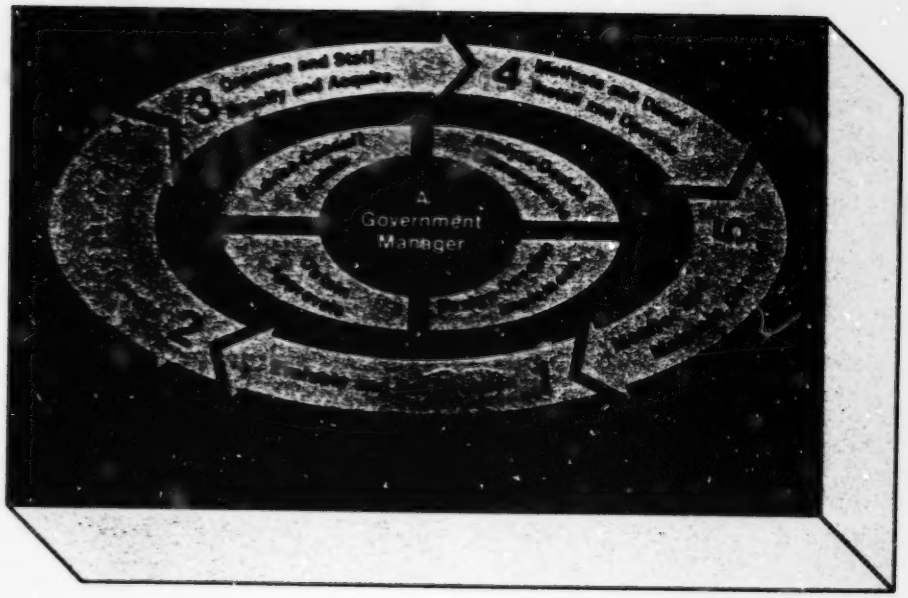
Management Board of Cabinet

OPS Management Series

Program Design and Implementation



The Management Cycle



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Preface

In March 1980, Cabinet approved the establishment of the Management Standards Project within the Management Board Secretariat. The project's mandate, to lay the groundwork for management improvement in government, includes developing a publications series that contains standards for the quality of management processes.

The Ontario's Principles and Standards of Management series is organized within the framework of the Management Cycle (shown on the inside front cover) and its five sequential management functions. This booklet describes the ministry management processes of program design and implementation, which are related to the second, third, and fourth steps in the cycle: 'Plan and Allocate', 'Organize and Staff', and 'Motivate and Direct'. It contains standards that were developed by a working group of staff from ministries in consultation with all ministries and central agencies.

These "standards of excellence" are a set of criteria against which ministries can assess the quality of their program design and implementation processes. They can be used as a guide for developing processes or for improving existing ones. Revision of these standards will be necessary as times and needs change.

Whatever methods of accountability for meeting standards are applied, managers should use them as a basic measure of the quality of their management practices. The motivation for meeting the standards will continue to be a self-imposed striving for excellence.

The Management Standards Project gratefully acknowledges the contributions of all those individuals involved in the development of these standards.

1. Introduction

A basic tenet of the recommendations made by the Committee on Government Productivity in 1971 was the organizational separation of policy development and program delivery. This separation poses the challenge for managers of translating ministry policy objectives into the delivery of services or products. In effect, in order to ensure that "policy as stated is policy as implemented", a bridge must be built between the ministry's planning efforts and ongoing delivery operations. The processes of program design and implementation form that bridge.

In pursuing better management, emphasis is frequently placed on effective planning. Managers should remember that systematic attention to implementation is equally important to the realization of ministry objectives. Without carefully orchestrated implementation, even the best-laid plans can go awry.

It is sometimes said of management practices that the "process" is as important as the "product". In program design and implementation, the process itself is important only as an aid in accomplishing what is at the heart of good government — effective service delivery. This booklet describes the steps in each process for middle and senior managers to assist them in achieving that end.

2. The Processes Summarized

What is a program?

In the public sector, the word "program" is used in a variety of contexts:

- The Planning, Programming, Budgeting System (PPBS), introduced in Ontario in 1969, is the basis for the current "Program and Activity" structure of the government's annual expenditure estimates. PPBS defines a program as "a group of interrelated activities designed to achieve the same objective". The term "Program" representing a "Vote" in a ministry's estimates, is still in use today.

- The term "program" also may be used to refer to the responsibilities of a particular division or branch in a ministry. In this context, a program or a series of programs may or may not correspond with the "Programs" defined in the ministry's expenditure estimates.

- "Program" often refers to a particular "product" or service, or sometimes to a range of services, delivered to a specific client group. Such a program may cut across the ministry's organizational lines, drawing upon funds and staff from a number of units.

- The term "program" is used to denote a set of activities at almost all organizational levels. An executive director may say, "I am responsible for one program." The several directors within that division each may say, "I am responsible for three programs in my branch." And each local manager in each branch may in turn speak of a responsibility for managing a variety of programs.

All these uses of the term are common, and each is appropriate to its particular context. This booklet does not present a single "right" definition. Rather, a broad, working definition is offered to aid in understanding the program design and implementation processes:

A program is a set of activities directed towards a particular client group for the purpose of delivering a service or product consistent with ministry policy objectives.

What is program design?

Program design is the process of specifying in detail the method of delivering a service or product in order to achieve policy objectives.

The program design specifies what benefit will be rendered to whom, under what conditions, and by what means. The process of program design consists of the following steps:

- **Organizing for Design**
  - Establishing terms of reference
  - Interpreting policy objectives
  - Developing the program design work plan
- **Developing the Design**
  - Considering design factors
  - Developing program design options
  - Analyzing the options
  - Presenting the design for approval

These steps are illustrated in Figure 1.

What is program implementation?

Implementation is sometimes used to mean the ongoing delivery of a program. In this booklet, program implementation is the process of introducing a new or modified program, as specified in the program design, in order to achieve policy objectives.

Program implementation consists of the following steps:

- **Organizing for Implementation**
  - Assigning an implementation manager
  - Identifying and resolving implementation issues
  - Developing an implementation plan or schedule
- **Acquiring and Assembling Resources**
  - Human resources
  - Financial resources
  - Physical resources
- **Initiating, Delivering, and Controlling the Program**
  - Monitoring and adjusting the program

These steps also are illustrated in Figure 1.

Purposes of program design and implementation

The program design and implementation processes have the following purposes:

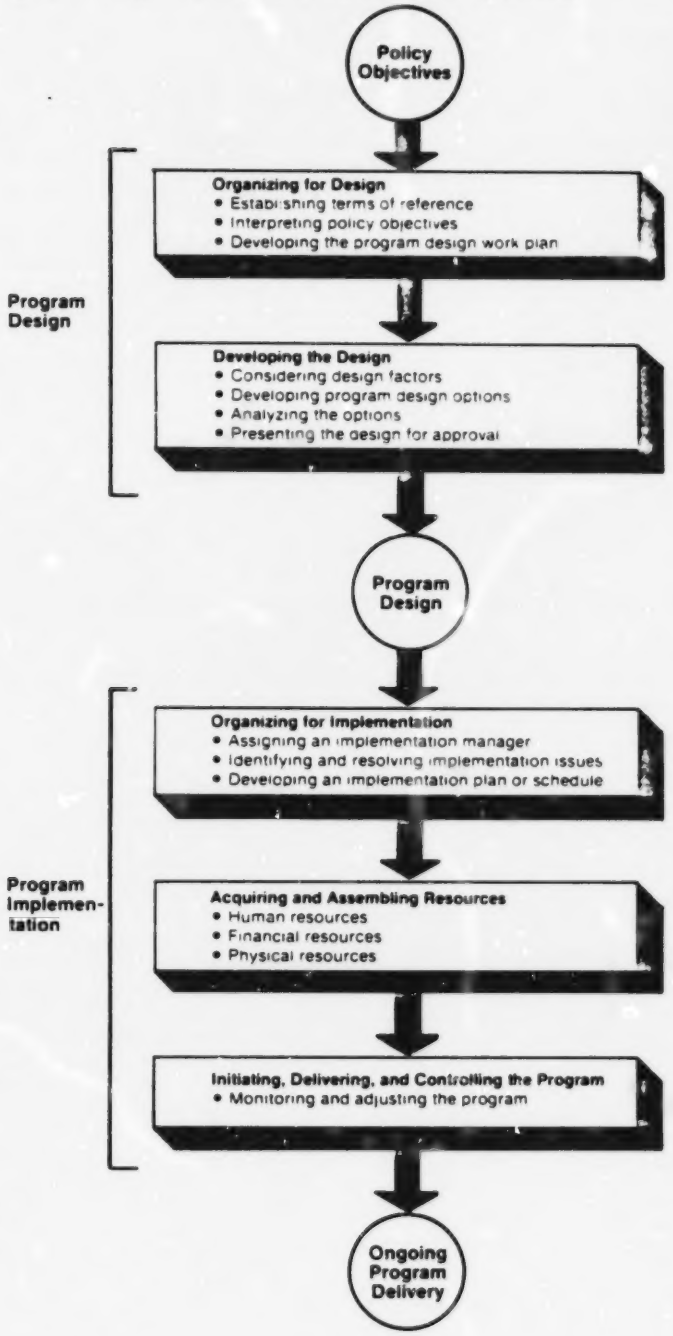
- to ensure that all optional courses of action are explored and that the implications of each method of program delivery are fully considered;
- to ensure that the programs delivered fulfill the intent of established policy objectives to meet specific public needs; and
- to ensure that resources are used efficiently and effectively and thereby enhance the ministry's performance.

How the processes are applied

Since programs serve particular objectives, are implemented in various settings, and may be delivered in several ways, the program design and implementation processes are necessarily flexible in their application. The emphasis that is placed on each of the steps will vary according to circumstances.

For example, a program may arise from a very specific and detailed policy statement that, in effect, includes many of the requirements of program design. In this case, the design process will be relatively brief and straightforward. It

Figure 1 **Program Design and Implementation Processes**


Policy Objectives
Program Design
Organizing for Design
• Establishing terms of reference
• Interpreting policy objectives
• Developing the program design work plan
Developing the Design
• Considering design factors
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Initiating, Delivering, and Controlling the Program
• Monitoring and adjusting the program
Ongoing Program Delivery

may not, in fact, constitute a separate process at all. If, on the other hand, the program is developed for a more general policy statement, extensive interpretation and elaboration of the policy may be required before implementation can begin.

Sometimes it is necessary to implement a program on short notice (for example, in response to an urgent or unexpected public need). When this happens, both processes will need to be carried out as expeditiously as possible, and there may be little opportunity for fine-tuning before the program is initiated.

As issues in service delivery become increasingly "horizontal" in nature (that is, they cut across traditional ministry lines of responsibility), the process of program design becomes more crucial. For example, in dealing with the issue of the transportation of hazardous goods, there are at least five ministries involved. The more complex, interdependent, or "horizontal" a program is, the more important it is to consider, in a rigorous manner, the program design factors listed in Chapter 3 (for example, clearly defining results to be achieved, who is responsible for what, etc.).

For programs that are delivered by outside agencies or organizations, the implementation process may be carried out by the ministry or by the outside organization. The ministry, however, generally develops or approves the program design on which implementation will be based, and often develops the implementation plan in concert with the delivering agency.

Every step in each process should be considered, regardless of the particular circumstances or the nature of the program — whether it is large or small, province-wide or local, complex or simple, new or modified. In this way, the two processes can be used to affirm that the program is directed towards the achievement of its underlying policy objectives.

Linkages with other ministry management processes

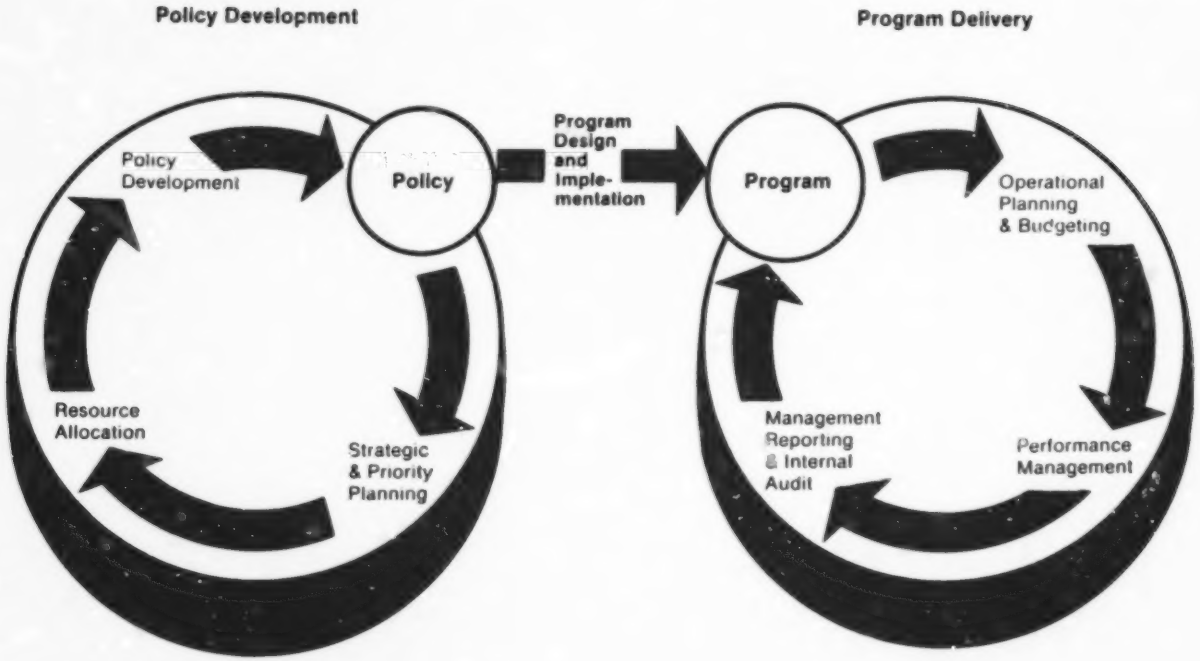
As noted in the introduction, the processes of program design and implementation form the bridge between policy and program delivery activities in the ministry. Developing policy and delivering service can be relatively discrete processes, frequently involving two different groups of staff.

Policy development and strategic and priority planning processes usually involve the Minister, Deputy Minister, senior management and policy staff specialists. These processes result in policy statements from which programs are developed. The program design process elaborates on policy objectives and describes the method of delivering the program. Program design completes the planning function and leads to implementation.

Program implementation translates the program design into an operating program and sets the stage for ongoing operational planning, budgeting, reporting, and control processes to be established and carried out.

The linkages between program design and implementation and these other ministry management processes are illustrated in Figure 2.

Figure 2 **Relationships between program design and implementation and other ministry management processes**



3. Program Design

In order to achieve a policy objective, it may be necessary to develop a new program or modify an existing one. In either case, a program design provides the framework that allows orderly, planned change to take place.

Often social, economic, or technological developments, directives from the Minister, results of the policy development process, or proposals put forward by ministry staff provide the stimulus for program change. In all cases, a ministry's senior management is responsible for establishing a process for program design, integrating this process with policy development and program implementation, and ensuring that it is understood by everyone involved.

Organizing for Design

Establishing Terms of Reference

Unlike most management processes, program design is not an ongoing or cyclical process and can best be managed as a "project". Establishing terms of reference for each program design project is an important first step to give direction and structure to the program design work.

Terms of reference should include:

- the purpose of the design process;
- the policy objectives to be implemented;
- assignment of responsibilities, including the identification of participants and their roles;
- the minimum range of options to be analyzed and presented;
- points in the process at which approval must be obtained; and
- milestones and deadlines.

Process Standard:

1. **A process of program design is established and terms of reference are developed for each program design project.**

Establishing the Program Design Team

Some ministries place primary responsibility for program design with line managers, since they have the continuing responsibility for program delivery. Other minsitries rely on staff support groups to play the lead role. A third alternative is a task force or committee that involves both line managers and support staff.

The complexity and scope of most new or modified programs demand a diversity of skills, experience, and knowledge. Usually, a team is established under the leadership of a project manager. Staff are usually included from the operations, policy, and finance and administration areas of the ministry. In developing the design, there may be the need for sub-committees, special task groups, individual assignments, lead ministry designation (for interministry programs), or outside consultants. An acceptable and feasible design usually requires the contribution of those staff who will ultimately manage the program and others who will be affected by it. If these individuals are not included in the design team, they may participate through individual consultation, written input, or as members of advisory committees or resource groups.

Process Standard:

2. **A project team is established by senior management under the direction of a project manager to undertake the design.**

Consultation

If it is necessary to interpret or elaborate on policy objectives, policy development staff should be consulted. Their involvement and advice will help the program design team to understand the scope and intent of policy objectives, and also establish continuity between the policy development and program design processes.

It is also usually appropriate to involve the staff who will be responsible for implementation. Through early participation, they will develop an understanding of the policy objectives for the program and a commitment to the program design.

Process Standard:

3. **Appropriate consultation takes place among staff involved in the policy development, program design, and implementation processes to ensure continuity of intent and action.**

Interpreting Policy Objectives

The purpose of elaborating on or interpreting policy is to clarify the objectives for the program.

Policy objectives may lack detail or clarity or, in some cases, they may not even be formally stated. Policies may range from broad statements of intended results to detailed "blueprints" which set down how results are to be achieved. Some ministries identify program design details in policy proposals to Cabinet; others bring forward more general policy proposals for approval. Generally, the more contentious or complex a policy submission, the more likely it is to contain the specifics of program design.

Develop program objectives which fully describe the intended impact of the program on client or interest groups. Establishing program objectives involves determining:

- the nature and magnitude of the issue or need;
- the clients of the program;
- the expected results (both short and long-term);
- the degree to which program design has already been developed as a part of the policy statement;
- the potential for conflict among interest groups and between interest groups and the ministry; and
- the priority and urgency of the program both within the ministry and in relation to other government priorities.

(For further assistance in setting objectives, refer to "The Manager's Guidelines to Managing by Results.")

At this stage in the process, there is an opportunity to consider whether to proceed with program design or to go back to the policy stage for further clarification. Until there are clear and agreed-upon program objectives, further design work cannot be undertaken with confidence.

Process Standard:

4. **Program objectives, which reflect the intent of ministry policy, are established describing the direct and indirect effects on client and interest groups.**

Preparing the Program Design Work Plan

After the terms of reference and program objectives have been established, a detailed work plan should be prepared by the program design team. This plan:

- defines fully the roles of the staff involved;
- schedules the activities to be undertaken;
- determines methods of decision making, reporting, and control;
- determines the resource requirements of the design project;
- determines an approval process and establishes target dates for approvals required throughout the design phase;
- allows for return to an earlier point in the process if some element of the design requires further work; and
- establishes effective communication linkages across the ministry, where necessary.

How specific the work plan is depends on the complexity, scope, and size of the program, the pressures of time, and the amount of design detail included in the original policy statement.

The size of the program, the amount of funding required, the expected impact on clients, and the sensitivity of the issues determines the appropriate levels for design approvals. A work plan ensures that all required approvals are obtained at the requisite stages and facilitates timely decisions to proceed with, modify, or terminate the design process.

Process Standard:

5. **A work plan for each program design project is developed.**

Developing the Design

Considering Design Factors

To be effective, a program design must address many factors that go beyond such basic considerations as identifying target groups and establishing the required levels of human, physical and financial resources.

For example, will the program design allow for consistency in service to the public and at the same time permit flexibility to respond to regional differences? Has consideration been given to communications planning? How will the public be made aware of the program's availability?

The following factors should be considered and, where appropriate, analyzed by the program design team to ensure effective program delivery.

Figure 3 provides a convenient checklist of these factors.

- **The primary client group**
  One of the most important program design factors is the clear identification of the client or target group. A key decision is determining whether the program is to be universal (applicable to all citizens) or selective (based on certain eligibility criteria such as: age; income status; geographic location; occupation; educational, financial, or health needs; etc.). If the client group is selectively defined, it is important that the criteria:
  - ensure that the program's objectives are reached in an efficient and economical way; and
  - are consistent with public acceptability in terms of fairness and equity.

  The target group may in some cases be different from the group that ultimately benefits from the program. For example, a program may be directed towards attracting tourists from foreign countries to Ontario, but the intended beneficiaries might be tourist-related businesses in Ontario.

- **The expected program results**
  The expected or planned results of the program should be clearly established. Results indicators should be directly related to the program's objectives and should be established in accordance with the Managing by Results (MBR) guidelines, to include: operational outputs (direct outcomes of the program's work processes), program outputs (client benefits), and program effects (unintended and intended socio-economic consequences).

- **How the program will be implemented**
  The program design should indicate whether the program will be implemented by ministry staff; through an agency, board, or commission; through a puchase-of-service contract with the private or voluntary sectors; or through recipients of transfer payments. It must be decided whether the program will be introduced in full, phased in, or initially tested and fine-tuned by means of pilot projects. It should be noted whether transitional arrangements will have to be made before the program becomes fully operational.

- **The inherent incentives for both administrators and recipients**
  Every program design includes inherent incentives that encourage certain kinds of responses to the program from both staff and clients. The design should ensure that these "built-in" incentives encourage a response by administrators and clients that will lead to the achievements of the intended results.

  For example, a financial assistance program that requires an application from the recipient should be designed to encourage those persons who are eligible for such assistance to apply for it. Uncomplicated application procedures and simple forms which do not intimidate or confuse potential applicants assist in this regard.

  Another example of an incentive is easy access for clients to services which encourage the use of those services. Providing program information in easily understood language, offering service in a "close-to-home" location, dealing with clients face-to-face rather than by mail, and "single window" service, are all possible means of ensuring easy access.

  On the other hand, programs should be designed in such a way as not to encourage over dependence on government or excessive or inappropriate use of expensive services.

  The program design should encourage efficient program administration and service by staff. A design which gives front line staff varied and stimulating work and meaningful, and clearly defined responsibilities will likely motivate and build pride in the quality of service being provided.

- **The legislation/regulations under which the program will operate**
  Establishing clear legal authority for the program is essential. Usually, the development of new legislation or regulations or the amendment of existing statutes is an aspect of the policy development process. However, legal considerations may not have been fully dealt with prior to the program design stage. Decisions about many of the other design factors will determine the need for new or amended legislation. Collaboration with ministry legal staff should proceed simultaneously with other aspects of the design work.

- **The required guidelines and procedures**
  Management policies, often in the form of program guidelines and procedures, should be established to assist managers in making operational decisions and to ensure successful implementation and control. Procedures should be sufficiently flexible to permit adaptation of the program to particular client needs and to accommodate various management styles. However, the benefits of allowing for managerial discretion should be balanced with the need for consistency in level and quality of service.

- **The interrelationships between this program and other programs or services**
  When a program is interdependent with other programs or services, within or outside the government, the program design should be, to the extent possible, compatible with and complementary to these other programs or services. In addition, the program design should encourage the realization of social and economic purposes that are implicit in the

ministry's policy objectives. It should have a positive or neutral effect on these underlying purposes or on the operation of other programs.

- **The required human, physical, and financial resources**
  The tasks to be carried out, the number of staff required, the types of jobs, and any staff training and development needs should be identified. Financial resources should be broken down into start-up and ongoing operating budgets, with respective schedules for the flow of funds. Accommodation and equipment requirements must be specified. The program design should include suggestions on how resources may be acquired and should note any anticipated difficulties associated with their acquisition.

- **Organization and Assignment of Responsibility**
  Responsibility for implementing the program must be specifically assigned. Consideration should be given to the advantages and disadvantages of implementing the program through existing staff versus new staff groups. If a new unit is established, the internal structure and reporting relationships must be identified. There should also be an explicit understanding of where the program fits within the ministry structure. Reporting relationships, communications links, and lines of responsibility and authority should be clearly drawn. For interministry programs, the respective roles and responsibilities of the participating ministries should be precisely and unambiguously defined. For programs delivered by transfer payment agencies, the accountability relationship between the ministry and agency should be established.

- **The schedule for program implementation**
  The scheduling aspects of program implementation include the timing and duration of the various steps to be carried out. Timing considerations apply with respect to the program itself and in relation to external events.

- **The strategy for informing staff and the public and for responding to questions and concerns**
  Some programs will require high visibility and a great deal of advance publicity to ensure effective delivery and proper access for client groups; others will have a much lower profile. Although the communications strategy will differ according to the program, in all cases, it must be specified in the program design. The strategy should include procedures for informing ministry staff, interest groups, and the public, and it should provide for feedback from these groups.

- **The necessary reporting processes and management information systems**
  The program design should establish the information, control, and reporting requirements of the program. Reporting processes should be identified along with the necessary information systems to support reporting needs. Where appropriate, ministry staff who are associated with information systems, internal audit, finance and program analysis activities should be consulted.

- **The criteria for evaluation**
  In addition to establishing the results that are to be achieved, the program design should identify criteria by which the program can be evaluated. Evaluation criteria should be clearly related to the policy objectives on which the program is based.

Process Standard:

6. The program design process includes consideration of the design factors listed in Figure 3.

Figure 3

Program Design Factors to be Considered:

- the primary client group
- the expected program results
- how the program will be implemented
- the inherent incentives for both administrators and recipients
- the legislation/regulations under which the program will operate
- the required guidelines and procedures
- the interrelationships between this program and other programs or services
- the required human, physical, and financial resources
- organization and assignment of responsibility
- the schedule for program implementation
- the strategy for informing staff and the public and for responding to questions and concerns
- the necessary reporting processes and management information systems
- the criteria for evaluation

Developing Program Design Options

Alternative courses of action are considered for each design factor in order to arrive at the most appropriate design options for the program. Suggested options may often be derived from research (such as a review of the literature or examination of experience in other jurisdictions) and consultation with individuals both within and outside the ministry. The need for expeditious development of the design should be balanced with the benefit of studying a wide variety of design options.

Process Standard:

7. **Alternative program design options are developed.**

Analyzing the Options

It is often necessary to narrow the range of options before the program design is presented for approval. This is achieved through a rigorous investigation of the implications of each option, commonly referred to as an "impact analysis" or "risk analysis". In order to weigh the relative advantages and disadvantages of each option, the following questions may be posed:

- Who is expected to benefit?
- Will there be others who will not benefit?
- Who, if anyone, may be adversely affected?
- What are the social, political, technological, and economic implications in the short and long terms?
- What are the inherent incentives/disincentives to clients and staff? Are the incentives sufficient and appropriate to accomplish the policy objectives?
- Are the available resources adequate and appropriate to achieve the policy objectives? Are there any anticipated obstacles to implementation; if so, how easily can they be overcome?
- Is there any overlap with other programs or services, both within and outside the Ontario Government?

This analysis should assist in identifying those design options that are most appropriate to the program.

Process Standard:

8. **An analysis of the implications of each program design option is carried out.**

Presenting the Design for Approval

After a thorough analysis of the design factors, options, and implications, a number of the options should be presented for consideration, leading to approval of one of the alternatives. Depending on the terms of reference and the policy objectives to be met, the range of options presented may be wide or it may include alternative courses of action that are generally similar but differ slightly in detail.

proval of the program design will
olve senior ministry management and,
ɔending on the size and nature of the
ɔgram, may also include the Minister,
licy Field Cabinet Committees,
ınagement Board, other central
encies, and Cabinet. Consensus or
dorsement may be necessary or
sirable from outside bodies such as
ofessional associations, client groups,
ıd other levels of government.

ocess Standard:

The program design is approved by senior management and other groups, as required.

4. Program Implementation

The implementation process translates the plan set out in the approved program design into an operating program. It initiates the program in a planned, orderly way and provides for any adjustments that need to be made, either before the program begins or after it has been introduced.

Organizing for Implementation

Assigning an Implementation Manager

While program managers have responsibility for effective ongoing delivery of service, the process of implementation often requires more intensive coordination or more controlled direction until the program is "up and running". Like program design, the implementation process can be managed as a project.

Depending on the ministry structure and the number of program managers involved in delivery, either an implementation manager or coordinator should be assigned. An implementation manager should be the senior line manager who not only coordinates the process, but who exercises line authority in program implementation decisions. Alternatively, an implementation coordinator could be a staff person who ensures that the implementation process flows smoothly, but who leaves operational decisions to the program managers.

Process Standard:

10. An implementation manager or coordinator is assigned.

Identifying and Resolving Implementation Issues

Before the program is initiated, a number of issues may need to be clarified or resolved. The approved program design sets out the program objectives and the key features of the program. However, the conditions on which the policy and design decisions were based may have changed since the design was approved. Accordingly, in the initial stages of the implementation process, the policy objectives and program design may be reviewed to ensure that they are still appropriate. The following are a few examples of the kind of issues that may arise:

- The social or economic environment has changed, and as a result the composition or needs of the originally identified client group may have changed (e.g. the eligibility criteria in relation to income level may need to be adjusted).
- The costs of products or services may have changed, requiring some adjustment to budgets and plans.
- Recent changes in other related programs may affect the need for or the means of delivering the new or modified program (e.g. a new industrial development program may call for changes in skill training programs).

These issues may be resolved through adjustment of the program design or, in rare cases, through a proposal for changes to the original policy. The implementation manager should refer these changes to policy development and program design staff. In some instances, if they are minor and do not affect the policy, the required changes can be made when the implementation plan is developed.

The approved program design also should be examined to ensure that it provides clear direction for implementation. Any ambiguities or omissions may be addressed through consultation with the program design team.

Developing an Implementation Plan or Schedule

An implementation plan or schedule should be developed that describes all the tasks, activities, and responsibilities associated with implementation. The tasks and the staff who are responsible for performing them should be clearly identified. Milestones, target dates, and deadlines should be established for each step and task in the plan. Contingency plans should be prepared in the event of delays or other problems. Factors related to regional or local conditions (such as the need for French-language services) should be included. Plans and schedules for staff recruitment and training, space, equipment and financial expenditures should be in place.

It is essential that the implementation plan be developed by the program managers responsible for delivery. Many managers involve front-line staff or outside agencies involved in delivery to ensure a realistic plan. More than at any other planning stage, it is crucial that the "planner is the doer" during implementation.

A variety of techniques may be used in developing an implementation plan, including the project evaluation and review technique (PERT) and the critical path method (CPM).

Process Standard:

11. A detailed implementation plan is developed by the responsible program managers and implementation coordinator/manager.

Acquiring and Assembling Resources

Human Resources

People are the most important resource in effecting successful delivery of a program. Managers must explain the program objectives to staff, give them a clear mandate, ensure that they have the necessary skills, and create an environment of motivation and challenge.

It is also important to encourage front-line staff to participate in finding ways to enhance the efficiency and quality of program delivery throughout implementation.

The following tasks must be carried out to ensure the appropriate acquisition, development, and deployment of human resources required to deliver the program:

- determining jobs to be done and staffing levels required;
- developing job specifications;
- classifying positions;
- recruiting;
- orienting and training staff;
- providing initial on-the-job training and supervision; and
- providing effective performance management and feedback to staff to encourage adaptation and improvement in the early stages of implementation.

Implementation managers may use a checklist, such as the sample in Figure 4, to assist them in organizing the required human resources.

Financial Resources

Care should be taken to ensure that program funding has been authorized. Funds should be assigned to cost centres and scheduled. Signing authority should be established. A clear distinction should be made between "start-up" or non-recurring expenditures and those of an ongoing nature. Appropriate procedures should be established to ensure that information on expenditures is timely and accurate. The respective role of the program manager and staff groups in financial planning, budgeting, and control should be clearly stated.

Physical Resources

The appropriate accommodation, equipment, and supplies are essential elements in program implementation. For example, ensuring that staff have a well-lighted environment which encourages the right blend of interaction and concentration, and that they have the right tools to perform the job efficiently, can have marked effect on performance. Line managers should take an active part in the planning, acquiring and assembling of space and equipment. A checklist such as the one in Figure 5 is a useful aid for implementation and program managers in ensuring the effective acquisition and provision of physical resources.

Process Standard:

12. Resources are acquired, assembled, and assigned in accordance with the implementation plan.

Figure 4.

Sample Checklist for
Human Resource Aspects of Implementation

1. Have staff been informed of the objectives of the program, the means of delivery, and the relevant timing and procedures?
2. Do staff understand the need for change?
3. Do staff understand the changes required?
4. Do staff understand their roles and responsibilities, and do they know what is expected of them?
5. Do staff understand how their efforts contribute to the program and ministry objectives?
6. Are staff being given an opportunity to participate in finding ways to improve the quality and efficiency of service delivery?
7. Do staff have the skills and knowledge to perform the necessary tasks?
8. Is orientation or training required?
9. Is there provision for on-the-job training, close supervision and feedback in the early stages of implementation?
10. Has appropriate authority been delegated?
11. Are staff workloads balanced and fair?
12. Are job specifications clear and helpful?
13. Is there an ongoing appraisal system that will provide feedback to staff on performance and direct change where necessary?

Figure 5

Sample Checklist for
Physical Resources Aspects of Implementation

1. Is the accommodation in a suitable location?
2. Are all the original "client's requirements" met?
3. Will the accommodation be ready to use when the program begins?
4. What contingency plans need to be made in the event of a delay in occupying the accommodation?
5. Does the accommodation encourage productivity and concentration?
6. Does it allow for appropriate interaction?
7. Is it fairly assigned?
8. Are the required equipment and supplies clearly identified?
9. Have staff been asked about their supply needs?
10. When should supplies and equipment be ordered?
11. Will they be available when needed?
12. How can the costs of these expenditures be kept down?

Initiating, Delivering and Controlling the Program

While initiating and delivering essentially involves "putting the plan into action", the program manager's leadership, directing and motivating skills are called into play more than at any other stage.

Wisely selecting staff, providing training, clarifying expectations, listening, encouraging productivity, and giving feedback are all a part of the manager's role in creating a supportive, caring, and motivating work environment which enables staff to get the job done. Maintaining *esprit de corps* and a positive "customer service" attitude are key to effective individual and program performance.

Keeping the public and interest groups informed, responding to questions and concerns, and "fine-tuning" the service to fit specific and evolving needs are all a part of initiating and delivering.

Monitoring and Adjusting the Program

Monitoring the performance of a new or recently modified program should be much more intensive and constant than the monitoring of an ongoing program that has been established for some time. Normally, results and expenditure reports are produced monthly or quarterly for an established program. During implementation of a new or modified program, however, certain indicators of the program's performance need to be monitored on a weekly or bi-weekly basis. Some operational issues will need to be reviewed daily in the early stages. Frequent monitoring allows for continual adjustments to operational and administrative procedures, work flow, and other details of program delivery.

The early monitoring and adjusting stages require managers to find a balance between the rigour of controlling and maintaining program direction in accordance with the plan, and being adaptive, flexible and creative enough to change the plan and program when circumstances require this.

Process Standard:

13. The program is monitored closely during the implementation process and adjustments are made where appropriate.

Once the program is "up and running", the implementation process gives way to the ongoing operational, delivery and control processes. The line between the two is sometimes a subtle one — but the implementation process involves more concentrated monitoring and corrective action to establish the program, "iron out the bugs", and pave the way for an effectively managed, ongoing program of service to the public.

Appendix A

Summary of Process Standards

1. A process of program design is established and terms of reference are developed for each program design project.
2. A project team is established by senior management under the direction of a project manager to undertake the design.
3. Appropriate consultation takes place among staff involved in the policy development, program design, and implementation processes to ensure continuity of intent and action.
4. Program objectives, which reflect the intent of ministry policy, are established, describing the direct and indirect effects on client and interest groups.
5. A work plan for each program design project is developed.
6. The program design process includes consideration of the design factors listed in Figure 3.
7. Alternative program design options are developed.
8. An analysis of the implications of each program design option is carried out.
9. The program design is approved by senior management and other groups, as required.
10. An implementation manager or coordinator is assigned.
11. A detailed implementation plan is developed by the responsible program managers and implementation coordinator/manager.
12. Resources are acquired, assembled, and assigned in accordance with the implementation plan.
13. The program is monitored closely during the implementation process and adjustments are made where appropriate.